

## Message Text

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PAGE 01 GENEVA 03417 01 OF 02 311208Z

43

ACTION EB-11

INFO OCT-01 IO-14 ISO-00 CCO-00 CIAE-00 OTPE-00 FCC-03

INR-10 NSAE-00 OC-06 RSC-01 COME-00 L-03 AF-10 ARA-16

EA-11 EUR-25 NEA-14 DODE-00 DOTE-00 FMC-04 CG-00

COA-02 DLOS-07 SWF-02 DRC-01 /141 W

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P 311000Z MAY 74

FM USMISSION GENEVA

TO SECSTATE WASHDC PRIORITY 6125

LIMITED OFFICIAL USE SECTION 1 OF 2 GENEVA 3417

FOR EB/TD

E.O. 11652: N/A

TAGS: OCON, ETEL, ITU, US

SUBJ: SUBJ: ITU WMARC-APPENDIX 25 TO RADIO REGULATIONS

REF: A) STATE 113017; B. GENEVA 3327

1. IN REGARD PROPOSALS AT 3A) AND B) IN GENEVA 3327, BOTH PROPOSALS REJECTED BY VOTE IN COMMITTEE 5 ON MAY 29. PRIMARY REASONS FOR REJECTIONS WAS FEAR THAT A CHANGE IN WORKING GROUP 5C3'S TERMS OF REFERENCE WOULD FURTHER SLOW PRODUCTION OF A DRAFT NEW APPENDIX 25; US, UK, FRANCE AND USSR OPPOSED BOTH PROPOSALS FOR OTHER REASONS.

2. FYI, TWO SUBWORKING GROUPS OF COMMITTEE 5 WERE ESTABLISHED EARLY IN THE CONFERENCE AND GIVEN GENERAL GUIDELINES TO ACCOMPLISH TWO TASKS: 5C2 CHAIRED BY SWEDEN AND COMPOSED OF ALGERIA, ARGENTINA, AUSTRALIA USA, FRANCE, GREECE, GERMAN DEMOCRATIC REPUBLIC AND THE UNITED KINGDOM, WAS CHARGED WITH THE PREPARATION OF A PROCEDURE TO IMPLEMENT THE NEW PLAN AND ANOTHER

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PAGE 02 GENEVA 03417 01 OF 02 311208Z

TO RESOLVE, AT A FUTURE DATE, DIFFICULTIES WITHIN THE

PLAN; 5C3 CHAIRED BY CANADA AND COMPOSED OF DENMARK, SPAIN, POLAND, INDIA, BRAZIL, NEW ZEALAND AND NIGERIA WAS CHARGED WITH THE PREPARATION OF THE REVISED APPENDIX 25 ALLOTMENT PLAN. THE INDIVIDUAL PROPOSALS SUBMITTED BY A NUMBER OF ADMINISTRATIONS WERE NEVER BROUGHT TO THE FLOOR FOR SECONDING BY ANOTHER ADMINISTRATION AND FOR DETAILED DISCUSSION, LARGELY THROUGH THE MANIPULATIONS OF THE CHAIRMAN OF WORKING GROUP 5C AIDED BY CANADA AND SPAIN. WHILE THE USA AND SEVERAL OTHER MAJOR MARITIME USERS ATTEMPTED TO INFLUENCE THE TERMS OF REFERENCE GIVEN TO 5C2 AND 5C3, SUCH ATTEMPTS WERE DEFEATED.

3. PARAGRAPH 4 BELOW CONTAINS USDEL' ASSESSMENT OF THE DRAFT NEW PLAN AS IT NOW STANDS.

4. THE FCC, ATT, NAVY AND COAST GUARD SHARE THE FOLLOWING VIEWS:

A. ADOPTION OF AN APPENDIX 25 FREQUENCY ALLOTMENT PLAN BASED LARGELY ON SUBJECTIVE JUDGEMENT IS PENDING. THE PLAN WILL NOT PERMIT US STATIONS TO PROVIDE REASONABLY SATISFACTORY SERVICE EVEN THOUGH THE US HAS ITS NME ON A LARGE NUMBER OF CHANNELS. THE SUBJECT PLAN HAS BEEN CONCEIVED ON THE CONCEPT OF EQUAL RIGHTS FOR ALL AND AS A CONSEQUENCE THERE WILL BE A LOSS OF THE SENIORITY ATTENDANT TO THE EARLIEST REGISTRATIONS. THIS IS IN ITSELF AN EXTREMELY SERIOUS DEVELOPMENT AS IT SHAKES THE FOUNDATION UPON WHICH INTERNATIONAL FREQUENCY MANAGEMENT RESTS. IT IS CLEAR THAT THE CONCEPT, IF ADOPTED HERE WILL RAPIDLY BE EXTENDED TO OTHER RADIO SERVICES. THE US AND OTHER DEVELOPED COUNTRIES HAVE ESTABLISHED RIGHTS TO RADIO FREQUENCY ARRANGEMENTS WHICH DATE BACK TO 1927 IN SOME CASES. IN EFFECT THE EQUAL RIGHTS CONCEPT WILL PUT USE OF THE SPECTRUM ON AN UNACCEPTABLE BASIS DEPENDING ON GOODWILL PLUS BILATERAL AND MULTILATERAL TIME SHARING ARRANGEMENTS WHICH WILL NEED TO BE REVISED EACH TIME A NEW STATION WITH EQUAL RIGHTS IS ESTABLISHED.

B. THE APPENDIX 25 PLAN, WHICH IS BEING REVISED ALMOST DAILY, WILL, INTER ALIA, EFFECTIVELY UPSET THE COMPLEX SHARING PLAN BETWEEN GOVERNMENT (OFFICIAL LIMITED OFFICIAL USE

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PAGE 03 GENEVA 03417 01 OF 02 311208Z

CORRESPONDENCE) AND NON-GOVERNMENT (PUBLIC CORRESPONDENCE) WHICH AS EXISTED IN THE US AND P FOR A NUMBER OF YEARS. (THE EXISTING US SHARING PLAN IS ALREADY UNACCEPTABLE TO SOME USERS, E.G., PUBLIC CORRESPONDENCE AND USCG.) THIS STEMS FROM THE RATHER RANDOM REDISTRIBUTION OF ALLOTMENTS BY AREA AND CHANNEL WHICH HAS CREATED AN ALMOST IMPOSSIBLE SITUATION IN RESPECT TO TRYING TO SORT OUT AND IDENTIFY A REASONABLE SHARING PATTERN

BETWEEN GOVERNMENT AND NON-GOVERNMENT. ADDITIONALLY  
DUE TO SHORTNESS OF TIME AND LACK OF RECORDS OF THE  
WORKING GROUP CHARGED WITH DEVELOPING THE NEW PLAN,  
THERE IS NO WAY TO MAKE A CORRELATION BETWEEN EXISTING  
ASSIGNMENTS IN THE MIFR AND THEIR NEW STATUS AS  
ALLOTMENTS. THE EXISTING US SHARING PATTERN, WHILE FAR  
FROM OPTIMUM IS BASED ON AN EXISTING CHANNEL ASSIGNMENT  
DISTRIBUTION WHICH HAS PERMITTED INCORPORATION OF THE  
DIFFERENT FREQUENCY PATTERN REQUIREMENTS OF GOVERNMENT  
AND NON-GOVERNMENT, I.E., WORLD-WIDE NETTING (EXTENSIVE  
CHANNEL SHARING) FOR GOVERNMENT MILITARY; SOME US AND P  
NETTING WITH A SUBSTANTIAL "SERVICE ON DEMAND"  
REQUIREMENT FOR GOVERNMENT NON-MILITARY; AND VERY LIMITED  
CHANNEL SHARING CAPABILITY FOR THE "SERVICE ON DEMAND"  
NON-GOVERNMENT SERVICE. THE PLANNED DISTRIBUTION OF  
ALLOTMENTS, WHILE POSSIBLY ADEQUATE IN NUMBERS, IS  
TOTALLY UNSATISFACTORY IN RESPECT TO AREA DISTRIBUTION  
TO MEET THE NEEDS OF GOVERNMENT AND NON-GOVERNMENT  
UNLESS WE ACCEPT EXTENSIVE SHARING BETWEEN THEM, WHICH  
WOULD RESULT IN SEVERE DEGRADATION TO BOTH SERVICES.  
C. BECAUSE OF THE REDISTRIBUTION IN THE NEW PLAN AND  
THE US DISTRIBUTION PATTERN REQUIREMENTS DESCRIBED  
ABOVE, IT IS IMPOSSIBLE TO MAKE ADJUSTMENTS TO THE PLAN  
WHICH WILL CATER TO THE DIFFERENT CHANNEL PATTERN  
REQUIREMENTS OF BOTH GOVERNMENT AND NON-GOVERNMENT,  
ALTHOUGH A FEW ADJUSTMENTS HAVE BEEN MADE TO THE NEW  
PLAN TO BENEFIT THE GOVERNMENT NETTED SERVICES. ON THE  
OTHER HAND, MULTIPLE US ALLOTMENTS ON A CHANNEL WORK TO  
THE DETRIMENT OF PUBLIC CORRESPONDENCE STATIONS WHICH  
CAN SHARE ONLY ON A LIMITED BASIS.

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PAGE 01 GENEVA 03417 02 OF 02 311138Z

43

ACTION EB-11

INFO OCT-01 IO-14 ISO-00 CCO-00 CIAE-00 OTPE-00 FCC-03

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LIMITED OFFICIAL USE SECTION 2 OF 2 GENEVA 3417

D. USCG REPS VIEW SITUATION WITH GREAT CONCERN SINCE THEY EXPECTED TO DEPART CONFERENCE WITH IMPROVED STATUS AND SHARING ARRANGEMENTS TO CORRECT LONGSTANDING UNSATISFACTORY CONDITIONS. OF PARTICULAR CONCERN IS THEIR RAPIDLY EXPANDING HF R/T SERVICE FOR COMMAND AND CONTROL OF POLITICALLY SENSITIVE LAW ENFORCEMENT OPERATIONS, FOR SEARCH AND RESCUE OPERATIONS AND FOR AMVER AND WEATHER REPORTING PROGRAMS. COORDINATED GOVERNMENT NON-MILITARY USE OF USCG R/T CHANNELS, WHICH IS BEING MAXIMIZED THROUGH OTP LEAD AGENCY CONCEPT FOR GOVERNMENT MARITIME COMMUNICATIONS WILL BE FURTHER DEGRADED AND WILL SERIOUSLY RESTRICT NORMAL TRAFFIC GROWTH. IN THEIR VIEW SHARING ARRANGEMENTS MADE IN THE PAST WITH NON-GOVERNMENT STATIONS WILL BE UNACCEPTABLE IN THE NEAR FUTURE TO BOTH PARTIES CONCERNED. IF US TOTAL RESOURCE OF "GOOD" R/T CHANNELS IS NOT INCREASED BY THIS CONFERENCE, THEY CONSIDER A REDISTRIBUTION OF AVAILABLE US CHANNELS AT THE EXPENSE OF PUBLIC CORRESPONDENCE WOULD BE ABSOLUTELY NECESSARY TO MEET REQUIREMENTS IN THE OVEALL NATIONAL INTEREST.

E. THE ABOVE CONDITIONS APPLY ONLY TO THE SITUATION INVOLVING US AND P INTERNAL OPERATIONS. THE GRAVITY OF THE MATTER BECOMES EVEN MORE ACUTE FROM THE VIEW-  
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PAGE 02 GENEVA 03417 02 OF 02 311138Z

POINT OF SHARING WITH FOREIGN STATIONS. AT 4 MHZ, US OPERATIONS WHICH CANNOT SHARE WITH EACH OTHER MUST THEN SHARE US WEST WITH CANADA WEST, MEXICO, ETC., US EAST, SOUTH AND CENTRAL WITH CANADA EAST AND CENTRAL, MEXICO, CUBA, ETC. WHILE ALL CHANNELS DO NOT SHARE WITH THE SAME ALIGNMENT OF FOREIGN COUNTIES, THE EXAMPLE CITED SHOW THE TYPES OF IMPOSSIBLE SHARING BY STATIONS IN THE SAME TIME ZONES AND SERVING THE SAME OR ADJACENT AREAS. THE SITUATION REPEATS ITSELF AT 6, 8, 12, 16, AND 22 MHZ. UNFORTUNATELY, ANY ADJUSTMENTS MADE TO A PLAN CONSTRUCTED UNDER THE GUIDELINES GIVEN TO THE WORKING GROUP MERELY HAVE A CHAIN REACTION AND CREATE AN ENTIRELY NEW SET OF IMPRACTICAL SHARING COMBINATIONS.

F. IT IS EMPHASIZED THAT THE PLAN BEING DEVELOPED WOULD REQUIRE MANY INSTANCES OF NON-GOVERNMENT AND GOVERNMENT SHARING OF THE SAME CHANNELS IN THE US WHICH WOULD EITHER SERIOUSLY IMPAIR OR NEGATE SERVICE ENTIRELY. THE US WOULD HAVE TO DEROGATE THE CHANNEL ALLOTMENTS IN

SO MANY INSTANCES, THAT, IN LIGHT OF PROCEDURES BEING DEVELOPED WOULD, UNQUESTIONABLY, MAKE IT IMPOSSIBLE FOR THE US TO MEET ITS TREATY OBLIGATIONS IN THIS IMPORTANT AREA. SIMILAR VIEWS ARE BEING EXPRESSED PRIVATELY BY OTHER MAJOR MARITIME USERS.

G. WHEN THE FULL IMPACT OF THIS PLAN BECOMES APPARENT TO US PRIVATE OPERATING AGENCIES AND POSSIBLY SOME GOVERNMENT AGENCIES, IT IS CERTAIN TO RESULT IN STRONG OBJECTIONS BEING MADE TO THE SENATE COMMITTEE CONSIDERING RECOMMENDATION FOR RATIFICATION.

5. COMPLAINTS AND CHANGING REQUIREMENTS BY MANY DELEGATIONS AND THE FLY WHEEL EFFECT OF ADJUSTMENTS, ARE KEEPING WG 5C3 IN A STATE OF TURMOIL. CHAIRMAN DU CHARME (CANDA) AND MEMBERS OF HIS GROUP ARE EVIDENCING MORE AND MORE FRUSTRATION IN THEIR EFFORTS TO SOLVE AN IMPOSSIBLE TASK WHICH DERIVES LARGELY FROM THEIR MANDATE TO DEVELOP AN ALLOTMENT PLAN ON THE BASIS OF THE RIGHT OF ALL COUNTRIES TO HAVE EQUITABLE PARTICIPATION. THERE IS EVIDENCE THAT THE CANADIAN POSITION IN SUPPORT OF "EQUAL RIGHTS" IS RELATED DIRECTLY TO PERRIN'S SUCCESSFUL IFRB CAMPAIGN; AND FURTHER EVIDENCE THAT MEMBERS OF CANADIAN DELEGATION ARE NOW VERY WORRIED ABOUT FUTURE OF CANADIAN LIMITED OFFICIAL USE

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PAGE 03 GENEVA 03417 02 OF 02 311138Z

MARITIME RADIOTELEPHONY SERVICES.

6. ALTHOUGH US, UK, FRANCE, USSR AND OTHERS ARE HOPEFUL THAT THE DRAFT NEW PLAN WILL DROWN IN THE SEA OF FRUSTRATIONS AND THAT THERE WILL BE A LAST RESORT ACCEPTANCE OF AN IFRB PROCEDURE AS PROPOSED BY USDEL, SUCH CAN NOT BE COUNTED ON AT THIS TIME. THERE ARE SO MANY DELEGATIONS HERE WHO APPEAR READY TO BUY ANY PLAN THAT IS BASED ON EQUAL RIGHTS AND LISTS THEIR COUNTRIES IN THE ALLOTMENTS.

7. CORRIDOR DISCUSSIONS ABOUT RESERVATIONS ARE INCREASING. UK, FRANCE AND INDIA APPEAR CERTAIN TO RESERVE, USSR IS PROBABLY, AND OTHERS LIKELY TO FOLLOW SUIT.

8. USDEL REQUESTS AUTHORITY TO TAKE RESERVATION IN THE FINAL PROTOCOL TO THE FINAL ACTS OF THIS WMARC, IF NECESSARY. SUGGESTED TEXT AS FOLLOWS:  
"THE DELEGATION OF THE UNITED STATES OF AMERICA FORMALLY DECLARES THAT THE UNITED STATES OF AMERICA DOES NOT, BY SIGNATURE OF THESE FINAL ACTS ON ITS BEHALF, ACCEPT ANY OBLIGATIONS IN RESPECT OF THE FREQUENCY ALLOTMENT PLAN FOR COAST RADIOTELEPHONE STATIONS OPERATING IN THE EXCLUSIVE MARITIME MOBILE BANDS BETWEEN 4000 KHZ AND

23000 KHZ WHICH IN THESE FINAL ACTS IS IDENTIFIED AS  
APPENDIX 25 (TO BE INSERTED), AND THAT, PENDING  
THE RESULTS OF A FUTURE WORLD GENERAL ADMINISTRATIVE  
RADIO CONFERENCE, THE UNITED STATES OF AMERICA RESERVES  
ITS RIGHT TO TAKE ANY MEASURES IT DEEMS NECESSARY TO  
PROTECT ITS MARITIME RADIO TELEPHONY SERVICES."

9. AUTHORIZED TEXT FOR FINAL PROTOCOL IS REQUIRED BY  
JUNE 5. AUTHORITY IN PRINCIPLE IS REQUESTED ASAP IN  
ORDER TO FACILITATE DISCUSSIONS WITH UK, FRANCE, USSR  
AND OTHERS. DALE

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## Message Attributes

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**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
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**Copy:** SINGLE  
**Draft Date:** 31 MAY 1974  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** ShawDG  
**Disposition Case Number:** n/a  
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**Disposition Date:** 28 MAY 2004  
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